#104

IPFC/72/16

FAO Fisheries Reports, No. 104 FID/R104 (En)

Report of the joint meeting of the

INDO-PACIFIC FISHERIES COUNCIL
Special Committee on Management of Indo-Pacific Tuna
First Session

and the

INDIAN OCEAN FISHERY COMMISSION
Committee on Management of Indian Ocean Tuna
Second (Special) Session

Rome, 22—23 April 1971

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
ROME, 1971

REPORT

OF THE JOINT MEETING

of the

INDO-PACIFIC FISHERIES COUNCIL
Special Committee on Management of Indo-Pacific Tuna
First Session

and the

INDIAN OCEAN FISHERY COMMISSION
Committee on Management of Indian Ocean Tuna
Second (Special) Session

Rome, 22 - 23 April 1971

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Rome, June 1971

PREPARATION OF THIS REPORT

This is the final version of the Report, as approved by the Joint Meeting of the Indo-Pacific Fisheries Council Special Committee on Management of Indo-Pacific Tuna, First Session, and the Indian Ocean Fishery Commission Committee on Management of Indian Ocean Tuna, Second (Special) Session. 1/ It includes the Report of the Indo-Pacific Fisheries Council Special Committee which met on 21 April 1971.

1/ The Report of the First Session was issued as a working paper of the Second Session of the Indian Ocean Fishery Commission, IOFC/70/5.

Distribution:

FAO Department of Fisheries
FAO Regional Fishery Officers
Participants
Members of the Indian Ocean Fishery Commission
Members of the Indo-Pacific Fisheries Council

Joint Meeting of the Indo-Pacific Fisheries Council, Special Committee on Management of Indo-Pacific Tuna, first session, and the Indian Ocean Fishery Commission, Committee on Management of Indian Ocean Tuna, second (special) session. Rome, 22 - 23 April 1971 (1971)
FAO Fish.Rep., (104):18 p.
Report of the .....

Tuna fishery - present state, management measures, improvement of scientific advice. List of documents, list of participants

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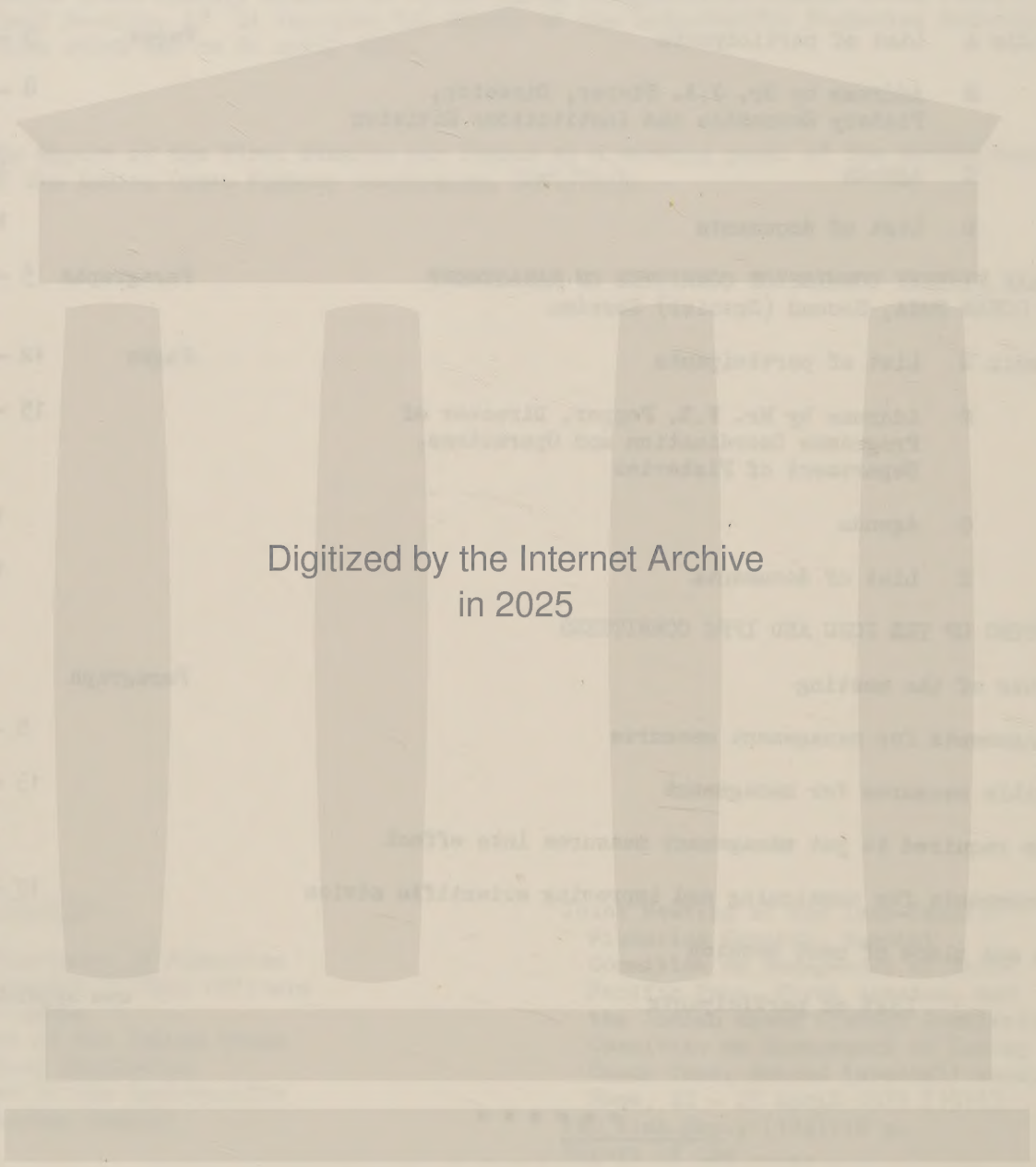

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INDO-PACIFIC FISHERIES COUNCIL
SPECIAL COMMITTEE ON MANAGEMENT OF INDO-PACIFIC TUNA
First Session

1. The Committee held its First Session from 21-23 April 1971 at FAO Headquarters, Rome, Italy. Except for the meetings on 21 April, the sessions were held jointly with the IOFC Committee on Management of Indian Ocean Tuna. The delegates and observers were welcomed by Dr. J.A. Storer, Director of the Fishery Economics and Institutions Division, on behalf of the Director-General of FAO and the Assistant Director-General (Fisheries).

2. Mr. C.G. Setter (Australia) was elected Chairman for the session. Mr. K. Ando (Japan) was elected Vice-Chairman.

3. The Committee took note of the summary of the present knowledge of the state of stocks of tuna in the Indo-Pacific area given in IPFC:TM/71/4 and 71/4, Sup.1. It was noted that further study was required, and that it was particularly desirable that the data should be up-dated and reviewed by a group of scientists in which scientists from all interested countries could take part. The present data showed that some stocks of tuna exploited by the longline fishery were being heavily fished, and provided some evidence that management measures should be given careful consideration. The Committee suggested that particular attention should be paid to the southern bluefin tuna, since management measures taken on a long-lived species, such as bluefin tuna, would require a considerable passage of time to show their effect.

4. The Committee noted that, if specific management measures were introduced, a clear definition of the area to which the regulations applied would be necessary. At present IPFC has no formal boundaries, and the Committee recommended that such boundaries should not be defined until specific regulations are being proposed. It noted that the wide-ranging movements of both fish and fishing vessels might make the choice of boundaries difficult and would in any case require close collaboration between IPFC and adjacent regional bodies concerned with tuna.

INDIAN OCEAN FISHERY COMMISSION
COMMITTEE ON MANAGEMENT OF INDIAN OCEAN TUNA
Second (Special) Session

5. The Session was opened by the Chairman, Mr. J.J. Kambona (Tanzania). Delegates and observers were welcomed by Mr. F.E. Popper, Director of Programme Coordination and Operations, Department of Fisheries, on behalf of the Director-General of FAO and the Assistant Director-General (Fisheries).

6. As recommended by the Indo-Pacific Fisheries Council at its Fourteenth Session, it was agreed that the Committee should meet jointly with the IPFC Special Committee on Management of Indo-Pacific Tuna.

JOINT MEETING OF THE IOFC AND IPFC COMMITTEES

Officer of the Meeting

7. On the proposal of the Chairman of the IPFC Committee (Mr. Setter), it was agreed that the Chairman of the IOFC Committee (Mr. Kambona) would chair the joint meeting.

Arrangements for management measures

8. The Joint Meeting noted that tunas were found in most oceans and seas and that the management of these resources presented problems similar, to some extent, to those raised by the management of whales. In view of the extensive migration of tunas and of the mobility of tuna fishing fleets, there was fairly general agreement that consideration would have to be given eventually to the desirability of establishing a body responsible for the management of tunas on a world-wide basis, as had been done with respect to whales. It was recognized, however, that this was a long-term objective and that careful account would have to be taken of the responsibilities and activities of the Inter-American Tropical Tuna Commission in the Eastern Pacific and of the International Commission for the Conservation of Atlantic Tunas.

9. The Joint Meeting felt that considerable time would elapse before a world-wide tuna management body could be set up. It considered possible arrangements for the formulation, adoption and implementation of appropriate conservation measures, both in the near future, if such measures were required, and in a more distant future. The discussions centered around the respective advantages and disadvantages of the existing fishery bodies established within the framework of FAO, viz. the Indian Ocean Fishery Commission (IOFC) and the Indo-Pacific Fisheries Council (IPFC), and of a new independent body that might be set up by international convention concluded with the assistance of FAO.

10. Two delegations reiterated and amplified the views they had expressed at the First Session of the IOFC Committee on Management of Indian Ocean Tuna and at the Second Session of the IOFC, on the need for the creation of a new body similar to those established for the Eastern Pacific and for the Atlantic. In their view, it was essential that all countries concerned with the fishery should become full members of the management body. This would be possible in the case of an independent body, while certain of the countries concerned were not Member Nations of FAO and therefore could not become members of the IOFC. They also pointed out that in at least one country the implementation of specific measures recommended by an FAO body would necessitate separate legislative action in each case and thus might involve considerable delay. An enabling legislative provision could be obtained more easily for regulatory measures adopted by a body set up by treaty and would be required only once in this case. They believed that this might also be so in some other countries. They added that it was not the role of FAO and of its subsidiary bodies to concern themselves directly with the adoption and implementation of management measures.

11. Several delegations were of the opinion that the unnecessary proliferation of management bodies should be avoided. As the IOFC and IPFC had been entrusted with the task of examining management problems, they constituted the most appropriate forum to discuss and recommend management measures. In the view of these delegations, the IOFC and IPFC, as bodies established within the framework of FAO, were well equipped to fulfil the Organization's role to ensure that fishery resources were utilized for the maximum benefit of the international community and that development and management would be considered as complementary aspects of the single aim of rational utilization of the tuna resources in the area under review. The composition of the two bodies would enable them to take better account of the interest of countries intending to enter the fishery or to increase their participation in the fishery. In this connection, they pointed out that countries which were not or could not become full members of the IOFC or of the IPFC might take part as observers in the formulation of management measures and then could agree to implement any recommendation adopted by these bodies. They also stressed that an independent body set up by treaty would not have greater powers and authority than bodies established within the framework of FAO. In the final analysis, it would be necessary to rely on the good will and sense of cooperation of all countries concerned.

12. One delegation felt that interim and temporary management measures could be discussed and recommended by existing FAO bodies, and that FAO should be requested to take steps to

convene a conference of plenipotentiaries that might adopt a convention providing for the establishment of an independent tuna management body.

Possible measures for management

13. The Joint Meeting received a report from the Secretariat on the latest data available concerning the state of the stocks. The general conclusion of the IOFC Working Party on Stock Assessment in Relation to Immediate Problems of Management in the Indian Ocean, which met in Rome in October 1969, was that some stocks of tuna exploited by the longline fishery were being heavily exploited. However, the available evidence was not sufficient for the purpose of drawing firm conclusions in regard to the need for management of tuna stocks.

14. The Joint Meeting noted that knowledge of the precise state of the stocks, related to changes in the distribution of the fleets, and in the relative catches of different species was incomplete. It noted further that there was also a lack of knowledge about the possible interaction of the longline fisheries and present or potential fisheries by other gears. The Joint Meeting also observed that most of the scientific information was no more recent than 1967 or 1968.

15. The Joint Meeting concluded that,before reaching a decision on the need for management measures, additional scientific evidence would be required. Some delegates pointed out that there was always a time-lag in the collection of data and the scientific analysis. In a fast developing fishery the stock may therefore be seriously over-exploited before the need for management becomes apparent in the scientific evidence. The meeting felt, however, that on the basis of existing information on the tuna fishery in the Indian Ocean and Western Pacific it would not be appropriate to undertake immediate interim action for management.

Steps required to put management measures into effect

16. In view of the result of its deliberations on possible measures for managing Indian Ocean tuna (paragraphs 13 to 15 above), the Joint Meeting agreed that it would be premature to discuss the steps required to put management measures into effect. It resolved, therefore, to defer consideration of this item until its next session. It was agreed, however, that the group of scientists which would meet in advance of that session (paragraph 17 below) should be asked to indicate, insofar as possible, the problems connected, in its view, with the selection and implementation of specific management measures.

Arrangements for continuing and improving scientific advice

17. The Joint Meeting emphasized the importance of up-dating the scientific information on the state of the stocks. It re-affirmed the recommendation made at the Second Session of the IOFC that the work of the IOFC Working Party on Stock Assessment in Relation to Immediate Problems of Management in the Indian Ocean should be continued by a group of national scientists. The Joint Meeting recommended that the terms of reference of this group should be widened to include tuna in the Western Pacific. FAO was requested to assist the work of the group by compiling statistical and biological information and arranging for the preparation of a draft analysis and report for the consideration of the group. While it was generally felt that it was unlikely that the work of the group could be completed in one session, it was considered undesirable at this time to set up a permanent group. The group of scientists should therefore be an ad hoc group, and the decision about any future activities should be taken in the light of the results of its first meeting.

18. The Joint Meeting stressed the need for the scientific information to be as up to date as possible. This would require action at both the national level and the international level. There was some discussion concerning the types of data which would be required by the group of scientists, and the time that would be necessary to make them available. It was hoped that countries would be able to provide these data during the summer, so that the

group could meet towards the end of 1971. Several delegates pointed out that, in view of the nature of their fisheries, it was not possible to commit themselves for the present to provide by that time all the detailed data that might be required. FAO was requested to circulate to governments a detailed questionnaire setting out the types of data required. Governments would be asked to indicate the availability of these data, and when they could be supplied. It was also suggested that FAO should send a scientist to visit member countries to assist them with the provision of the necessary information. The precise time of the session of the group should be decided by the Director-General of FAO in consultation with the Chairman in the light of the replies to the questionnaire.

Date and place of next session

19. It was agreed that the next session of the two Committees should again be a joint meeting. Several delegations stressed that there should be a gap between the meeting of the group of scientists and the next Joint Meeting to allow for detailed consideration by member governments of the results of the scientists' deliberations. It was therefore agreed that the choice of the time and place of the next meeting should be left to the Director-General in consultation with the Chairman, though it was pointed out that it would be convenient if it took place at the time of other meetings, such as that of the Committee on Fisheries.

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Appendix A

INDO-PACIFIC FISHERIES COUNCIL
SPECIAL COMMITTEE ON MANAGEMENT OF INDO-PACIFIC TUNA

First Session

LIST OF PARTICIPANTS

MEMBERS

Australia

SETTER, C.G.
First Assistant Secretary
Fisheries and Extension Services Division
Department of Primary Industry
Macquarie Street
Barton, Canberra, A.C.T. 2600

Indonesia

MALANGJUDO, S.
Director of Planning
Directorate-General of Fisheries
Department of Agriculture
Djalan Salemba Raya 16
Djakarta

Japan

ANDO, K.
Minister and Permanent Representative
of Japan to FAO
Embassy of Japan
Via Virginio Orsini 18
00192 Roma

MIMURA, K.
First Secretary
Embassy of Japan
Via Virginio Orsini 18
00192 Roma

TANABE, R.
Technical Official
Fishery Agency
Ministry of Agriculture and Forestry
2-1 Kasumigaseki
Chiyoda-ku, Tokyo

KIYA, T.
Specialized Agencies Department
United Nations Bureau
Ministry of Foreign Affairs
2,2-chome, Kasumigaseki
Chiyoda-ku, Tokyo

SHIMURA, S.
Assistant Chief
Guidance Division
Federation of Japan Tuna Fisheries
Cooperative Associations
22-3, 2-chome, Kudankito
Chiyoda-ku, Tokyo

Korea, Republic of

HACK KERN SUH
Chief
Technological Management Division
Fisheries Research and Development Agency
Nam Hang Dong
Yung Do
Pusan

JU IN SONG
Permanent Representative to FAO
and Agricultural Attaché
Embassy of the Republic of Korea
Via Barnaba Oriani 30
00198 Roma

SUNG HWAN HA
Fisheries Attaché
Embassy of the Republic of Korea
Via Barnaba Oriani 30
00198 Roma

Philippines

Thailand

United States of America

SHOMURA, R.
Associate Regional Director for
Resource Programs
U.S. Department of Commerce
National Oceanic and Atmospheric Administration
National Marine Fisheries Service, SW Region
300 South Ferry Street
Terminal Island, California 90731

ALVERSON, F.
Vice-President, Research
Living Marine Resources, Inc.
11339 Sorrento Valley Road
San Diego, California 92121

COBURN, H.
Deputy Permanent Representative of
the U.S.A. to FAO
Embassy of the United States
Via Vittorio Veneto 119-A
00187 Roma

FOX, Mrs. P.I.
Foreign Affairs Specialist
U.S. Department of Commerce
National Oceanic and Atmospheric Administration
National Marine Fisheries Service
Interior Building
Washington, D.C. 20235

International Commission for the Conservation of Atlantic Tunas

MIYAKE, M.
Assistant Executive Secretary
ICCAT
General Mola 17
Madrid 1, Spain

OBSERVERS

China, Republic of

LIU, Y.C.
Chairman
Fisheries Development Committee
Ministry of Economic Affairs
405 Chia Hsin Building
96 Chun Shan N. Road Sec. 2
Taipei, Taiwan

YUAN, P.W.
Senior Specialist
Fisheries Division
Joint Commission for Rural Reconstruction
37 Nanhai Road
Taipei, Taiwan

United Nations Development Programme

KASAHARA, Dr. H.
Associate Dean
College of Fisheries
University of Washington
Seattle, Washington 98105, U.S.A.

OFFICERS OF THE SESSION

Chairman	C.G. Setter (Australia)
Vice-Chairman	K. Ando (Japan)

DEPARTMENT OF FISHERIES

Assistant Director-General (Fisheries)	Roy I. Jackson
Director of Programme Coordination and Operations	F.E. Popper
Programme Leader, Indian Ocean Fisheries Survey and Development Programme	J.C. Marr
Director, Fishery Economics and Institutions Division	J.A. Storer
Fishery Officer (Population Dynamics)	E.L. Cadima

SECRETARIAT

Secretary	J.A. Gulland Chief, Fishery Statistics and Economic Data Branch
Assistant Secretaries	H. Rosa, Jr. Chief, Fishery Liaison Unit
	J.E. Carroz Senior Legal Officer (International Fisheries)
Press Officer	G. de Sabatino Information Officer
Meetings Officer	Mary Clare de Freitas
Meetings Assistant	Mary G. Mobley

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Appendix B

INDO-PACIFIC FISHERIES COUNCIL
SPECIAL COMMITTEE ON MANAGEMENT OF INDO-PACIFIC TUNA

First Session

ADDRESS BY DR. J.A. STORER
DIRECTOR, FISHERY ECONOMICS AND INSTITUTIONS DIVISION

Mr. Chairman, Distinguished Delegates, and Observers:

It is with great pleasure that I welcome you to the First Session of your Special Committee on Management of Indo-Pacific Tuna.

The setting up of this Committee represents an important step in the increasing activities of your Council, aimed at ensuring the rational exploitation of the fish stocks in the Indo-Pacific region. At its Fourteenth Session convened in Bangkok last November, your Council held a special technical/scientific meeting on Management of Common-use Resources and Development of Fishing Potential. This meeting considered carefully the general problems involved, as well as reviewing the present status of some of the major stocks of fish in the region.

During the meeting it was repeatedly emphasized that development and management were closely related, and were different aspects of the single objective of making the best possible use of the living marine resources of the area. Without some assurance of proper management, the chances of having successful and enduring development were much reduced. In the Indo-Pacific region emphasis has, in the past, been placed on the development aspects. From the reports given at the Council's session last November, it is clear that several stocks in the region are heavily fished, and that management measures are desirable for these stocks.

Among these, several, such as the demersal fish in the northern part of the Gulf of Thailand, are exploited by only one country. The implementation of any management measures can therefore be achieved by that country by itself. However, it seems that your Council can play a useful part as a medium of exchange of views and experience concerning such matters as techniques of stock assessment, advantages and disadvantages of various types of regulations, and so forth.

Other stocks, among which tuna was identified as an important item, are exploited by several countries. Management of these resources requires international coordinated action of one kind or another. One of the tasks of your Committee will be to consider what form of international coordination would be most suitable, under the present circumstances, for any management action that might be required for the tuna fisheries.

The reports presented to the meeting on management during your Council's Fourteenth Session showed not only that some of the tuna stocks in the region, particularly the stocks of larger fish caught in the longline fishery, were heavily exploited, but also that there were many features in common between the stocks of these larger tuna in the Indian Ocean and western Pacific. For some species it is possible that individual fish move between one ocean and the other—for instance, it appears that southern bluefin tuna move round the southern coast of Australia. Certainly many of the same vessels fish in both oceans at different times.

In considering possible action, the Council was therefore very conscious of the need to coordinate action in the Indian Ocean and in the western Pacific, as well as the need to

coordinate its action with any that might be taken by the Indian Ocean Fishery Commission, and especially its Committee on Management of Indian Ocean Tuna. The Council therefore recommended, in setting up this Committee, that it should take steps to meet jointly with the IOFC Committee.

I would like here to review briefly the progress made by the IOFC Committee, which is well known to many of you. It has very similar terms of reference to those of this Committee. It held its first session last year and made what I believe to be significant progress on a number of substantive matters, including a review of the present knowledge of the state of the stocks, and of the effect of possible management measures, as well as a consideration of the possible mechanism for bringing management measures into effect.

Particular discussion was held concerning the possible need for a new independent body to be set up to manage the Indian Ocean tuna. Most delegations felt that this should not be necessary, though others took the opposite view. Undoubtedly, a similar question will have to be considered in relation to the tuna in the western Pacific, but I would like to speak in more detail about this and other items of common interest of both Committees at your joint session tomorrow.

Here I would like to draw your attention to an item of your agenda which is not scheduled to be considered in the joint session. This is the question of the eastern boundary of any region of the western Pacific within which you may wish to consider possible management action. While no formal boundary to the area of competence of IPFC has been established, it is generally considered to extend not further east than Hawaii. I would also draw your attention to the existence of the Inter-American Tropical Tuna Commission, with general terms of reference for the tropical tunas in the eastern Pacific, and a regulatory area which extends as far west as 125°W.

In conclusion, I wish to draw your attention to the first task before you—that of electing a Chairman and officers for this session. I am sure you will do this in a spirit of full cooperation and with a view to harmonious agreement. I trust that the same spirit of cooperation will prevail throughout your session and wish you well for the tasks of judicious assessment and decisions which are before you.

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Appendix C

INDO-PACIFIC FISHERIES COUNCIL
SPECIAL COMMITTEE ON MANAGEMENT OF INDO-PACIFIC TUNA

First Session

AGENDA

1. Opening of the Session
2. Adoption of Agenda and arrangements for the Session
3. Election of officers for the Session
4. The present state of stocks of tuna in the western Pacific
5. Geographical boundaries of the area of concern
6. Arrangements for management measures 1/
7. Possible measures for managing Indian Ocean tuna 1/
8. Steps required to put management measures into effect 1/
9. Arrangements for continuing and improving scientific advice 1/
10. Adoption of the report and recommendations
11. Election of officers
12. Date and place of next Session

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1/ Items considered during joint meeting with the IOFC Committee on Management of Indian Ocean Tuna

Appendix D

INDO-PACIFIC FISHERIES COUNCIL
SPECIAL COMMITTEE ON MANAGEMENT OF INDO-PACIFIC TUNA

First Session

LIST OF DOCUMENTS

IPFC:TM/71/1		Provisional agenda
	2	Annotated provisional agenda
	3	Provisional timetable
	4	The present state of tuna stocks in the western Pacific
	5	Boundaries in the Pacific Ocean for tuna management purposes
	Inf. 1	Recommendation of the Fourteenth Session of the Indo-Pacific Fisheries Council (IPFC), 18-27 November 1970, Bangkok, Thailand, establishing the Special Committee on Management of Indo-Pacific Tuna
	2	List of documents
	3	List of participants
	4	Information for delegates

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Appendix E

INDIAN OCEAN FISHERY COMMISSION
COMMITTEE ON MANAGEMENT OF INDIAN OCEAN TUNA

Second (Special) Session

LIST OF PARTICIPANTS

MEMBERS

Australia

SETTER, C.G.
First Assistant Secretary
Fisheries and Extension Services Division
Department of Primary Industry
Macquarie Street
Barton, Canberra, A.C.T. 2600

Ceylon

PERERA, M.R.
Permanent Representative of Ceylon to FAO
Embassy of Ceylon
Via Giuseppe Cuboni 627
00197 Roma

France

LAGARDE, R.A.
Sous-Directeur de la Règlementation
et des Relations Internationales
Ministère de la Marine Marchande
3 Place de Fontenoy
Paris 7e

India

ROSE, G.
Joint Secretary
Ministry of Agriculture
Krishi Bhavan
New Delhi

Indonesia

AMAT, S.
Permanent Representative of Indonesia to FAO
Embassy of Indonesia
Via Piemonte 27
00187 Roma

MALANGJUDO, S.
Director of Planning
Directorate-General of Fisheries
Department of Agriculture
Djalan Salemba Raya 16
Djakarta

Japan

ANDO, K.
Minister and Permanent Representative
of Japan to FAO
Embassy of Japan
Via Virginio Orsini 18
00192 Roma

MIMURA, K.
First Secretary
Embassy of Japan
Via Virginio Orsini 18
00192 Roma

TANABE, R.
Technical Official
Fishery Agency
Ministry of Agriculture and Forestry
2-1 Kasumigaseki
Chiyoda-ku, Tokyo

KIYA, T.
Specialized Agencies Department
United Nations Bureau
Ministry of Foreign Affairs
2,2-chome, Kasumigaseki
Chiyoda-ku, Tokyo

SHIMURA, S.
Assistant Chief
Guidance Division
Federation of Japan Tuna Fisheries
Cooperative Associations
22-3, 2-chome, Kudankito
Chiyoda-ku, Tokyo

Korea, Republic of

HACK KERN SUH
Chief
Technological Management Division
Fisheries Research and Development Agency
Nam Hang Dong
Yung Do
Pusan

JU IN SONG
Permanent Representative to FAO
and Agricultural Attaché
Embassy of the Republic of Korea
Via Barnaba Oriani 30
00198 Roma

SUNG HWAN HA
Fisheries Attaché
Embassy of the Republic of Korea
Via Barnaba Oriani 30
00198 Roma

Tanzania

KAMBONA, J.J.
Chief Fisheries Officer
Ministry of Agriculture, Food
and Cooperatives
Natural Resources Division
P.O. Box 2462
Dar-es-Salaam

SICHONE, W.A.M.
Principal
Fisheries Institute
Kunduchi
P.O. Box 23126
Dar-es-Salaam

United States of America

SHOMURA, R.
Associate Regional Director for
Resource Programs
U.S. Department of Commerce
National Oceanic and Atmospheric Administration
National Marine Fisheries Service, SW Region
300 South Ferry Street
Terminal Island, California 90731

ALVERSON, F.
Vice-President, Research
Living Marine Resources, Inc.
11339 Sorrento Valley Road
San Diego, California 92121

COBURN, H.
Deputy Permanent Representative of
the U.S.A. to FAO
Embassy of the United States
Via Vittorio Veneto 119-A
00187 Roma

FOX, Mrs. P.I.
Foreign Affairs Specialist
U.S. Department of Commerce
National Oceanic and Atmospheric Administration
National Marine Fisheries Service
Interior Building
Washington, D.C. 20235

OBSERVERS

China, Republic of

LIU, Y.C.
Chairman
Fisheries Development Committee
Ministry of Economic Affairs
405 Chia Hsin Building
96 Chun Shan N. Road Sec. 2
Taipei, Taiwan

YUAN, P.W.
Senior Specialist
Fisheries Division
Joint Commission for Rural Reconstruction
37 Nanhai Road
Taipei, Taiwan

United Nations Development Programme

KASAHARA, Dr. H.
Associate Dean
College of Fisheries
University of Washington
Seattle, Washington 98105, U.S.A.

International Commission for the
Conservation of Atlantic Tunas

MIYAKE, M.
Assistant Executive Secretary
ICCAT
General Mola 17
Madrid 1, Spain

VALDEZ, V.
Chairman of the ICCAT Standing
Committee on Research and Statistics
Director, Centro de Bioceanologia e Pescas
Ministerio do Ultramar
Avenida Ilha da Madeira
Lisbon, Portugal

OFFICERS OF THE SESSION

Chairman	J.J. Kambona (Tanzania)
Vice-Chairman	E.G. Goonewardene (Ceylon) (absent)

DEPARTMENT OF FISHERIES

Assistant Director-General (Fisheries)	Roy I. Jackson
Director of Programme Coordination and Operations	F.E. Popper
Programme Leader, Indian Ocean Fisheries Survey and Development Programme	J.C. Marr
Director, Fishery Economics and Institutions Division	J.A. Storer
Fishery Officer (Population Dynamics)	E.L. Cadima

SECRETARIAT

Secretary	J.A. Gulland Chief, Fishery Statistics and Economic Data Branch
Assistant Secretaries	H. Rosa, Jr. Chief, Fishery Liaison Unit
	J.E. Carroz Senior Legal Officer (International Fisheries)
Press Officer	G. de Sabatino Information Officer
Meetings Officer	Mary Clare de Freitas
Meetings Assistant	Mary G. Mobley

* * * * * *

Appendix F

INDIAN OCEAN FISHERY COMMISSION
COMMITTEE ON MANAGEMENT OF INDIAN OCEAN TUNA

Second (Special) Session

ADDRESS BY MR. F.E. POPPER
DIRECTOR OF PROGRAMME COORDINATION AND OPERATIONS
DEPARTMENT OF FISHERIES

Mr. Chairman, Distinguished Delegates, and Observers:

It is with great pleasure that I take this opportunity of addressing this Special Session of your Committee on Management of Indian Ocean Tuna.

It was about six months ago when we had the opportunity of welcoming many of you to FAO to initiate the work of the First Session of your Committee. As some of you will remember, as a result of the deliberations of that session, FAO was asked to convene, as early as possible, a special meeting of the Committee. While arrangements were being made to convene this meeting, the Indo-Pacific Fisheries Council at its Fourteenth Session, recognizing the importance of the rational exploitation of the fishery resources of tuna in the western Pacific region, established a Special Committee on Management of Indo-Pacific Tuna. In establishing the Committee, the Council recommended that, in view of the migratory nature of the species involved, the mobility of tuna fleets, and to avoid duplication, it should take steps to meet jointly with the IOFC Committee.

According to the wishes of the IPFC and in consultation with the Chairman of the Indian Ocean Fishery Commission, we have arranged for your two Committees to hold joint meetings. We hope that this will be of advantage because the problems that both of your Committees will be considering will probably require similar kinds of action in the Indian Ocean and western Pacific.

Your Committee at its First Session reached general agreement on two basic points: It agreed that the stocks of large tuna exploited by the longline fishery in the Indian Ocean had been seriously reduced by fishing; it further agreed that the development and management of fisheries should be considered as complementary aspects of the single aim of rational utilization of the fishery resources of the Indian Ocean and drew guidelines on the objectives of management to the effect that:

(a) The stocks must be maintained at a level which can provide a high sustained yield

(b) Action to conserve one stock should not interfere with the development of fisheries on other stocks which are still under-exploited

(c) Management measures should be so framed that, whilst conserving the resources, they would afford the opportunity to countries not yet significantly participating in Indian Ocean tuna fisheries to build up their fishery industry within a reasonable period to associate themselves effectively with programmes of rational utilization on a basis of equality

The Committee also pointed out that for the proper consideration of management measures and the machinery required to implement those measures, the participation in the deliberations of all countries fishing tuna in the area was essential.

We are fortunate to have with us the observers from the Republic of China and I hope that their participation in your deliberations will make it possible for this Session to decide, in accordance with the guidelines agreed upon, on the measures which will be required for the proper management of some of the species of tunas and on the arrangements needed for implementing those measures.

In regard to the latter, Mr. Chairman, I would like to remind you that at the First Session of your Committee several delegations felt that it would be more appropriate to discuss and formulate measures for the management of Indian Ocean tunas within the ambit of the IOFC while other delegations suggested that a new body for that purpose should be set up.

In this connection, I would also like to refer to a resolution adopted by the IPFC at its Tenth Session held in 1962. The Council, in considering the problems of management, specifically adopted a resolution by which it invited the attention of Member Nations to the urgency of introducing measures for proper management and conservation of marine resources, and confirmed its willingness to give opinion in this matter.

As you know, one of the functions of the IOFC and the IPFC is to examine management problems and to report and make recommendations to the FAO Conference through the Director-General of FAO. However, their Statutes also specify that their recommendations will be circulated to interested Member Nations, Associate Members, and international organizations for their information as soon as they become available. This gives the Director-General the opportunity to bring matters requiring urgent attention to the notice of governments without delay.

The Sixteenth Session of the FAO Conference will meet in November. Management measures that you may propose could therefore be brought to the attention of the interested Governments and the FAO governing body within a short time.

I shall limit myself to these few observations and I hope that, as a result of your deliberations, you will formulate proposals which will lead to effective measures for the management of the tuna resources in the areas that you will be considering and which could be implemented as expeditiously as possible.

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Appendix G

INDIAN OCEAN FISHERY COMMISSION
COMMITTEE ON MANAGEMENT OF INDIAN OCEAN TUNA

Second (Special) Session

AGENDA

1. Opening of the Session
2. Adoption of Agenda and arrangements for the Session
3. Arrangements for management measures 1/
4. Possible measures for managing Indian Ocean tuna 1/
5. Steps required to put management measures into effect 1/
6. Arrangements for continuing and improving scientific advice 1/
7. Adoption of the report and recommendations
8. Date and place of next Session

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1/ Items considered during joint meeting with the IPFC Special Committee on Management of Indo-Pacific Tuna

Appendix H

INDIAN OCEAN FISHERY COMMISSION
COMMITTEE ON MANAGEMENT OF INDIAN OCEAN TUNA

Second (Special) Session

LIST OF DOCUMENTS

IOFC:TM/71/1	Provisional agenda
2	Annotated provisional agenda
3	Provisional timetable
4	The present state of tuna stocks in the Indian Ocean
5	Report of the First Session of the IOFC Committee on Management of Indian Ocean Tuna
6	Report of the Second Session of the Indian Ocean Fishery Commission
Inf. 1	List of documents
2	List of participants
3	Information for delegates

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